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ABSTRACT

This report reviews Chapter 1 programs in North Carolina during 1986-87. Data are provided on the following topics: (1) program administration; (2) Chapter 1 programs in local education agencies; (3) program participants; (4) instruction; (5) staff; (6) expenditures; (7) training; (8) parent involvement; (9) student achievement; (10) evaluation results; (11) Chapter 1 programs for delinquent children; (12) general findings; and (13) recommendations. More than 113,500 North Carolina students were served by Chapter 1 in 1986-87. Comparison of pre- and post-test scores reveal that these participants measurably increased their skills in reading and mathematics. Data are presented on over 26 figures. Photographs illustrate the text. (BJV)

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Chapter 1 in North Carolina

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CHAPTER 1 IN NORTH CAROLINA

1986 - 1987

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CONTENTS

Page

FOREWORD....i
SUMMARY....ii
OVERVIEW....1
PROGRAM ADMINISTRATON....2
CHAPTER 1 PROGRAMS IN LEAS....3
- Participants....4
- Instruction....8
- Staff....12
- Expenditures....13
- Training....15
- Parent Involvement....15
- Student Achievement....16
- Evaluation Results....17

CHAPTER 1 PROGRAMS FOR DELINQUENT YOUTH....20
FINDINGS....25
RECOMMENDATIONS....26

LIST OF FIGURES

Number

1. NORTH CAROLINA SCHOOLS AND CHAPTER 1....2
2. CHAPTER 1 STUDENTS BY GRADE....4
3. CHAPTER 1 STUDENTS BY GENDER....5
4. CHAPTER 1 STUDENTS BY ETHNIC GROUP....5
5. READING PRE-TEST....6
6. MATHEMATICS PRE-TEST....7
7. INSTRUCTIONAL ACTIVITIES BY SETTING....9
8. READING GAINS BY ACTIVITY SETTING....10
9. CHAPTER 1 STUDENTS BY SUBJECT AREA....11
10. CHAPTER 1 STAFF....12
11. CHAPTER 1 EXPENDITURES BY ACTIVITY....13
12. CHAPTER 1 COST PER PARTICIPANT....14
13. READING GAINS - SPRING-TO-SPRING....17
14. MATHEMATICS GAINS - SPRING-TO-SPRING....18
15. READING GAINS - FALL-TO-SPRING....18
16. MATHEMATICS GAINS - FALL-TO-SPRING....19
17. SAA ALLOCATIONS AND NUMBERS SERVED....20
18. DELINQUENT PARTICIPANTS BY AGE....21
19. DELINQUENT PARTICIPANTS BY INSTRUCTIONAL PROGRAM....21
20. DELINQUENT PROGRAM STAFF....22
21. OBJECTIVES MASTERED (CORRECTION)....22
22. READING OBJECTIVES ACHIEVED (HUMAN RESOURCES)....23
23. MATHEMATICS OBJECTIVES ACHIEVED (HUMAN RESOURCES)....23
24. CHAPTER 1 PROGRAMS IN INSTITUTIONS FOR DELINQUENT CHILDREN....24
25. FIVE YEAR GRANT SUMMARY....28
26. FIVE YEAR PARTICIPATION SUMMARY....28

FOREWORD

The story of Chapter 1 in North Carolina is one of success!

More than 113,500 students--ten percent of the students in the state's schools--were served by Chapter 1 in 1986-87. Comparison of pre- and post-test scores reveal that these participants measurably increased their skills in reading and mathematics.

North Carolina must continue its excellent Chapter 1 programs while seeking ways to provide needed services to unserved children and youth--especially very young children and youth in high school.

School districts in North Carolina should study this Chapter 1 report, compare results, and continue the search for ways to improve educational opportunities for all children and youth. Such steps will ensure that the Chapter 1 story will continue to be one of success.

A. Craig Phillips
State Superintendent of Public Instruction

Theodore R. Drain
Assistant State Superintendent
Support Services Area

SUMMARY

CHAPTER 1 IN NORTH CAROLINA - 1986-87

Local Education Agencies (LEAs) Served	140
Public Schools Served	1,326
Total Expenditures	$75.2 Million
Total Participants	113,883
Expenditures per Participant	$660
Expenditures for Personnel	$68.7 Million
State Applicant Agency (SAA - Delinquent) Programs Served	11
Total Allocation	$1.3 Million
Total Participants	1,797
Expenditures per Participant (Est.)	$723

LEA INSTRUCTIONAL PROGRAMS

Subject Area	Expenditures (Millions)	Number of Participants	Cost Per Student
Reading/Langage Arts	$50.3	106,370	$473
Math	$10.1	27,185	$372

LEA STUDENT ACHIEVEMENT - NCE GAINS*

	Spring-Spring		Fall-Spring	
Grade	Reading	Math	Reading	Math
2	5.7	10.4	6.9	14.2
3	4.3	10.1	7.7	18.1
4	3.8	4.2	8.6	17.5
5	2.6	2.6	6.4	10.4
6	4.6	5.5	6.7	4.8
7	2.1	4.2	5.3	5.2
8	2.8	4.8	4.7	6.9
9	4.3	3.2	1.9	8.8
10	11.2	---	0.4	---
11	8.0	---	---	---
12	9.7	---	---	---

*Gains are reported in normal curve equivalents. Empty cells indicate no scores reported or too few scores reported to aggregate.

CHAPTER 1 IN NORTH CAROLINA
1986-1987

OVERVIEW

A major goal of public education is to provide all students an equal chance to achieve to the full extent of their potential regardless of economic, ethnic, social or cultural background. To attain this goal, schools often must compensate for the disadvantaged backgrounds of some students who have needs that cannot be fully met by the regular instructional program. Compensatory education programs represent a way to assist these students.

The purpose of compensatory education is to augment the regular education program by providing instruction in the basic skills designed specifically to meet the educational needs of educationally deprived students--students who are performing below the expected grade level for their age group.

Compensatory education programs are based upon the following assumptions:

- Almost all children learn when appropriate settings and experiences are provided for them;
- Students with special needs require special attention; and
- Students' needs vary, and educational experiences must be diversified to ensure all students have genuine opportunities to master basic skills.

Chapter 1, ECIA is a federally funded compensatory education program created by the Education Consolidation and Improvement Act, Public Law 98-211.

This report reviews Chapter 1 program activities in North Carolina during 1986-87 by looking at program administration, participants served, instruction delivered, staff employed, funds expended and outcomes measured.

In 1986-87, the Chapter 1 allocations for the 140 school districts in North Carolina totaled $81.7 million. Of the 1,963 schools in those districts, 1,497 (76.0%) were eligible to receive Chapter 1 funds based upon poverty indices. A total of 1,326 schools (67.0%) provided Chapter 1 services. Eighty-eight percent of the eligible schools provided Chapter 1 services.

FIGURE 1

North Carolina Schools and Chapter 1 - 1986-87

Total.....	1,963	Schools - 100%
Eligible.....	1,497	Schools - 76%
Served.....	1,326	Schools - 67%

The 1986-87 Chapter 1 allocation for delinquent children totaled $1,292,147. Chapter 1 services were provided at five (5) youth centers and at six (6) correctional institutions. A total of 1,797 children were served.

PROGRAM ADMINISTRATION

The U.S. Department of Education allocates Chapter 1 funds to the various states, and those funds are channeled through the State Department of Education to local education agencies (LEAs).

In North Carolina, the Division of Support Programs administers the Chapter 1 program. A staff of one administrator and three consultants interprets state and federal legislation and regulations, reviews and approves LEA applications and conducts on-site monitoring. The staff also provides technical assistance in needs assessment, program planning, proposal writing, program administration, staff development, parental involvement and program evaluation.

The Chapter 1 staff delivers services in a variety of ways, including local and regional workshops, statewide conferences, speaking engagements, publications, newsletters, and correspondence. One-third of the 140 LEA programs are monitored each year. Monitoring findings are recorded on a program review instrument based upon state and federal program requirements. Findings are used in conjunction with evaluation findings to identify program strengths and weaknesses, to set priorities for the ensuing year, and to plan program activities that will meet the needs of Chapter 1 children.

Teacher and Students

CHAPTER 1 PROGRAMS IN LOCAL EDUCATION AGENCIES (LEAs)

For many LEAs, coordination of the Chapter 1 program requires a full-time position. In some small LEAs, however, Chapter 1 coordinators have other duties as well. These coordinators direct local needs assessment and program planning activities, supervise program operations, and collect and report required data about Chapter 1 participants and programs.

Each LEA reports Chapter 1 demographic data on an annual basis and student achievement data each third year on the following schedule:

Sample	Number of LEAs	Report Year
B	48	1987
C	46	1988
A	46	1989

Each sample group is representative of the state as a whole.

The program in North Carolina is evaluated in part by determining whether Chapter 1 programs are:

- Available in eligible schools,
- Designed to meet identified needs of eligible children,
- Serving educationally deprived children,
- Conducted as described in the approved application, and
- Evaluated in terms of progress made toward the following stated objectives -

- Reading program participants across grade levels served make average gain of at least two (2) Normal Curve Equivalents (NCEs), and

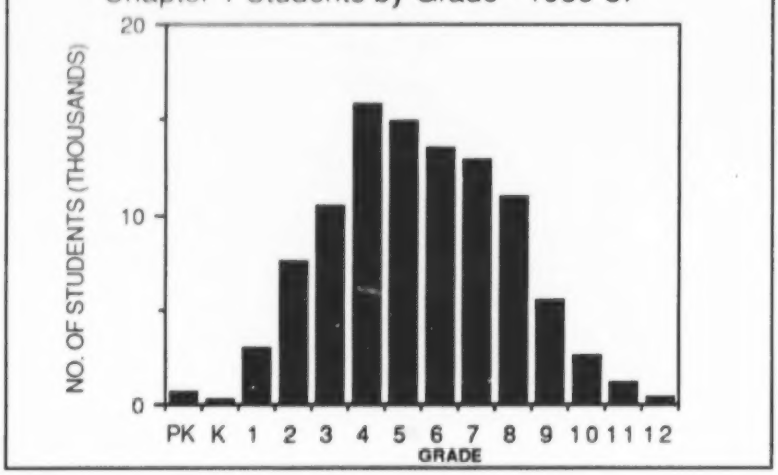
- Mathematics program participants across grade levels served make average gain of at least three (3) NCEs.

PARTICIPANTS

In the 1986-87 school year, 113,883 students (8.0% of all students in the state) received supplemental educational services through Chapter 1. Of that total, 629 students lived in local institutions for neglected children and 372 students attended private schools. The concentration of Chapter 1 participants was highest in grades 3, 4, 5, 6, 7 and 8, and lowest in prekindergarten, kindergarten, and grades 11 and 12.

FIGURE 2

Chapter 1 Students by Grade - 1986-87



Of the 113,883 students served by Chapter 1, 56.9% were male and 43.1% were female.

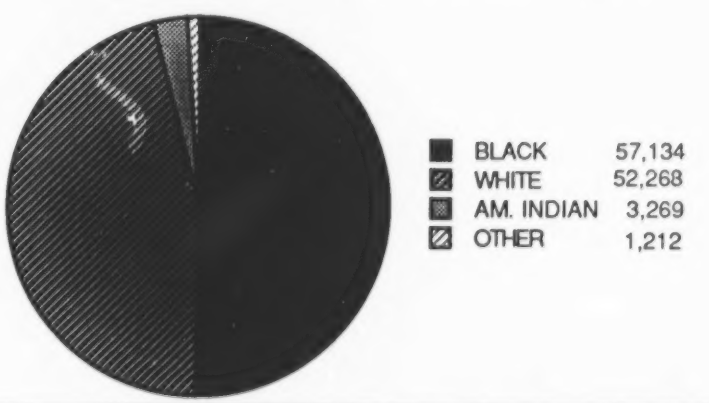
FIGURE 3

Chapter 1 Students by Gender - 1986-87

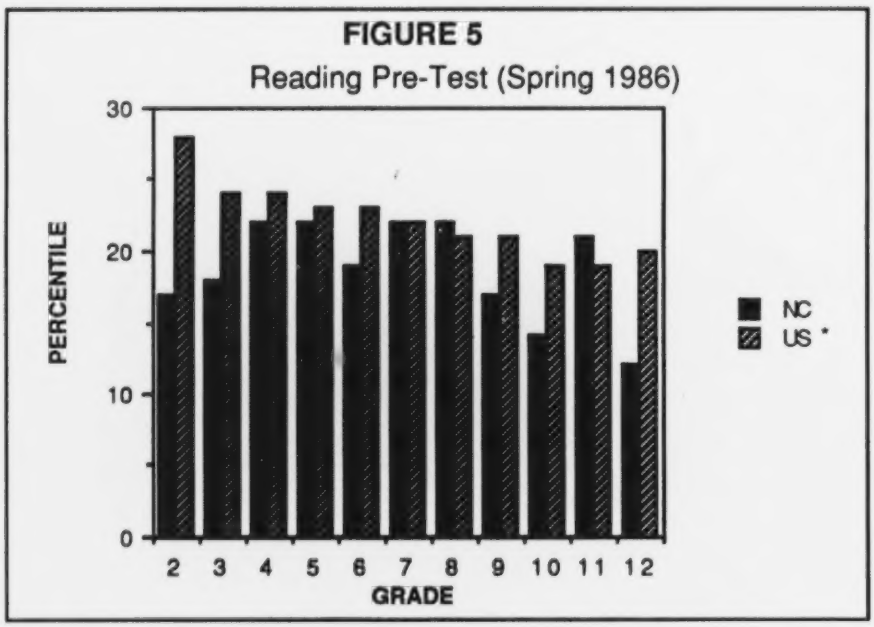
Of the 113,883 students served by Chapter 1, 50.2% were Black, 45.9% were White, and 2.9% were American Indian. "Other" category included Asian and Hispanics and accounted for 1.0% of the total students served.

FIGURE 4

Chapter 1 Students by Ethnic Group - 1986-87



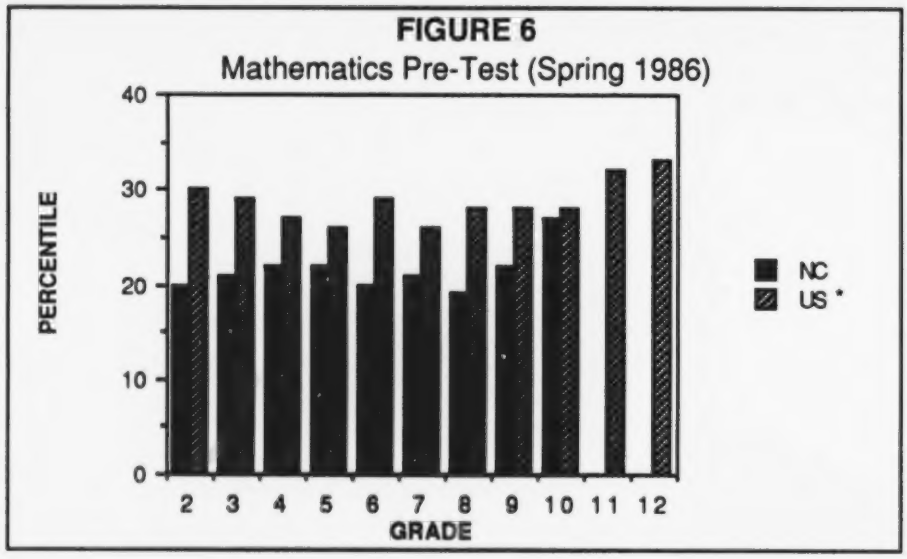
In 1986-87, Chapter 1 programs in North Carolina served the intended target group--educationally disadvantaged children. Pre-test scores indicate that the students selected for Chapter 1 reading programs



*US data are for spring of 1985.

Pre-test scores indicate that the students selected for mathematics programs were in need of remediation. The weighted average percentile rank of North Carolina's Chapter 1 students on the pre-test was 21 in mathematics.

Reading Class



*US data are for spring of 1985.

Student at Work

INSTRUCTION

Each LEA operated a Chapter 1 program in 1986-87. Many of the programs were composed of two or more types of instructional activities. LEAs in Sample B reported 463 instructional activities conducted in five (5) instructional settings. A brief description of each of the instructional settings follows:

- Regular Classroom

  At least 75% of the Chapter 1 instruction occurred in the regular classroom of the Chapter 1 participants.

- Pullout

  At least 75% of the Chapter 1 instruction occurred in a location other than the regular classroom.

- Regular Classroom and Pullout

  Approximately equal amounts of Chapter 1 instruction were provided in the regular classroom and in a location other than the regular classroom.

- Paired

  Responsibility for instruction for a class of eligible students assigned jointly to a Chapter 1-paid teacher and a non-Chapter 1-paid teacher, with each teaching one-half of the class.

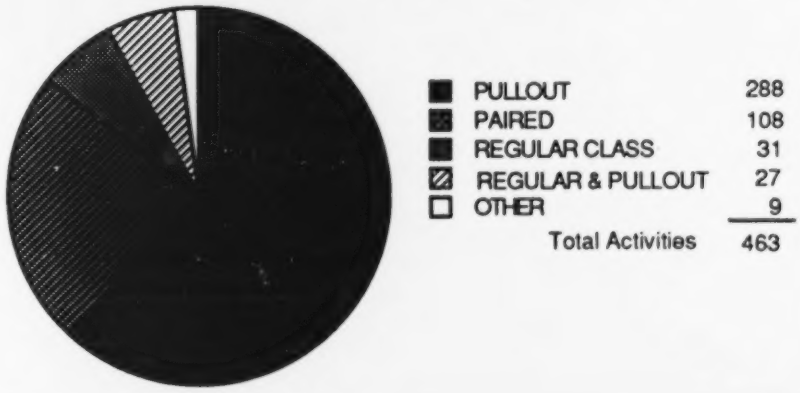
- Other

  Any setting not adequately described by one of the above statements.

Of the 463 activities reported, 288 were in pullout settings (62.2%) and 108 were in paired settings (23.3%).

FIGURE 7

Instructional Activity by Setting - 1986-87



The activities reported under "other" included pre-kindergarten programs for four-year old children and after-school programs operated after regular school hours. These approaches to compensatory education have not been thoroughly evaluated and merit further study.

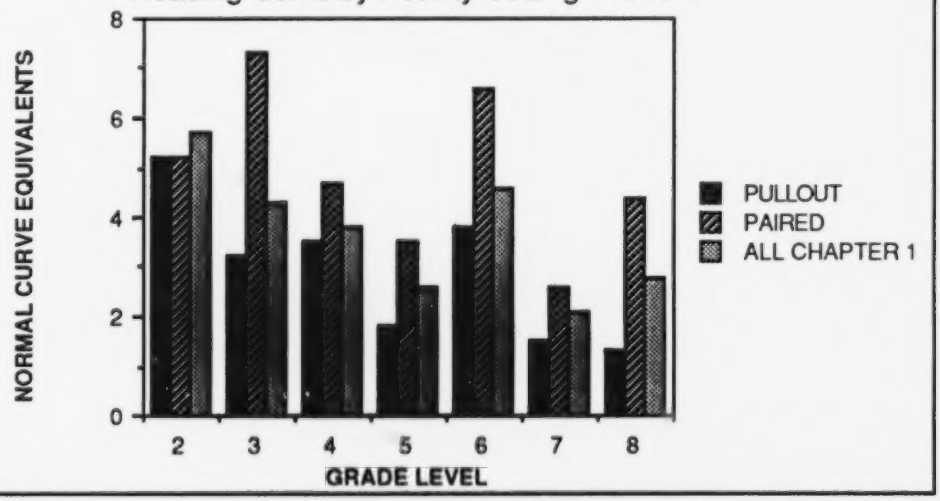
Pre-Kindergarten Students

Pullout activities have been successful in North Carolina. Student gain scores for these programs were good in 1987. Some LEAs prefer an activity type which does not pull children from the regular teacher's class in order to provide compensatory education.

Paired activities offer an alternative to pullout activities, especially in the middle and junior high schools. The number of paired activities has increased over the past few years although little data are available as to their effectiveness. Sample B data indicated that students in paired activities did well in 1987 when compared to students in pull-out activities.

FIGURE 8

Reading Gains by Activity Setting - 1986-87



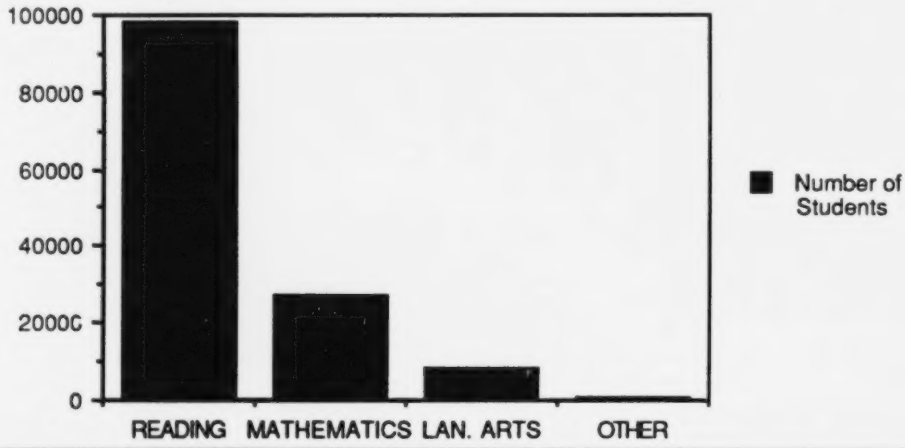
The data for one sample group for one year show equal or higher gains for paired activities than for pullout activities. Too few pullout activities were reported in grades 9-12 to make a comparison with paired activities. Both approaches appear to work well. Additional study will be necessary before either approach can be judged superior to the other.

More than 93% of the students receiving Chapter 1 instruction received special help in reading, sometimes in combination with other language skills. More than 23.9% received special help in mathematics. Some students participated in both reading and mathematics. The "other" category included 832 students in pre-kindergarten programs.

Chapter 1 programs were designed to meet the specific needs of students. Group needs assessments and individual diagnoses were used in the design of instructional programs for students. Low teacher-student ratios enabled teachers to work individually with educationally deprived students.

FIGURE 9

Chapter 1 Students by Subject Area - 1986-87

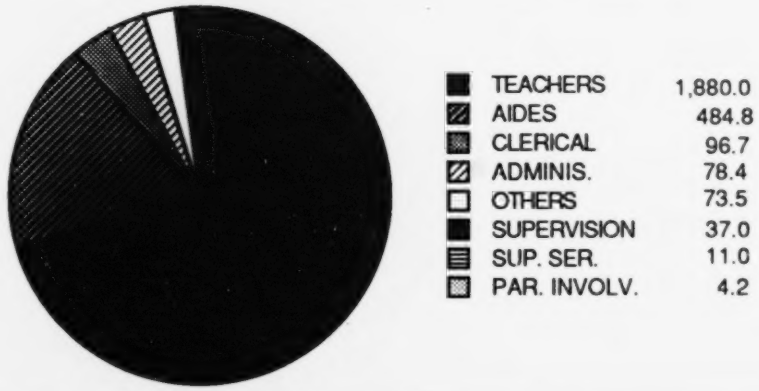


STAFF

Chapter 1 programs employed 2,665.6 full-time equivalent persons during the 1986-87 school year. Teachers were by far the largest group, making up 70.0% of the Chapter 1 staff. Aides made up 18.0% of the total staff. The "other" category included tutors and evaluators.

FIGURE 10

Chapter 1 Staff (Full-Time Equivalents) - 1986-87



Teacher, Aide, and Students

19

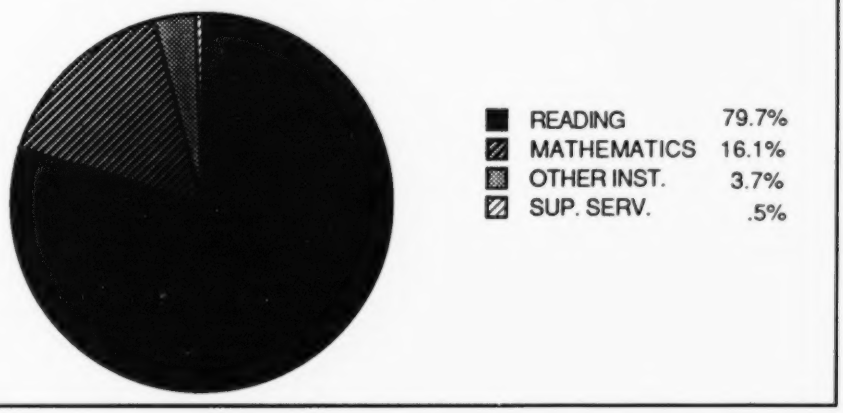
EXPENDITURES

Of the $75.2 million expenditures reported for 1986-87, ninety-one percent (91.0%) was used to employ Chapter 1 staff. A total of $68.7 million was expended for salaries and benefits. Of this total, 89.0% was for teachers and aides, and slightly more than 7.0% was for administrators and supervisors.

After excluding administration, equipment, evaluation, and staff development costs, the LEAs reported $63 million dollars expended directly for instructional and support activities. Reading programs accounted for 79.7% and mathematics accounted for 16.1% of the expenditures. Approximately 4.2% of the total was for other instructional and support activities.

FIGURE 11

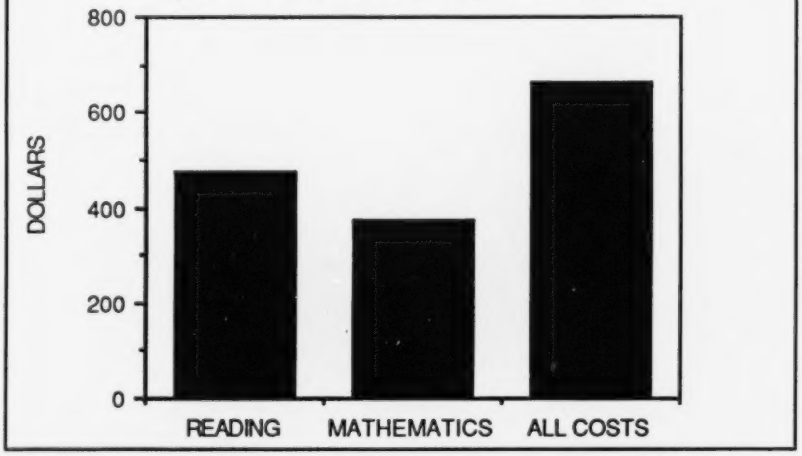
Chapter 1 Expenditures by Activity - 1986-87



Estimated costs per Chapter 1 participant were derived in two ways. LEAs reported unduplicated counts of participants and estimated expenditures for Chapter 1 reading and mathematics activities separately. Dividing the expenditures by number of participants resulted in a cost per participant of $478 in reading and $355 in mathematics.

FIGURE 12

Chapter 1 Cost Per Participant - 1986-87



LEAs reported total Chapter 1 expenditures, which included administration, equipment, evaluation, and staff development, as well as program costs and total unduplicated costs of participants. Dividing the total expenditures by the unduplicated number of participants resulted in a cost per participant of $660.

TRAINING

Each year, many local Chapter 1 programs provide training to improve staff skills. In 1986-87, 2,829 individuals participated in Chapter 1-funded training. Of those participants, 76.8% were Chapter 1 staff and 23.2% were regular classroom teachers and others who work with the children receiving Chapter 1 services.

Staff Development

PARENT INVOLVEMENT

Parent involvement is an important component in Chapter 1 programs. Sixty-one North Carolina districts have district parent advisory councils. Other districts stress parent participation in other ways.

Parents play a part in determining the needs to be addressed by a Chapter 1 program. A total of 10,776 parents participated in this process in 1986-87 by attending planning meetings, participating in discussion groups, completing questionnaires, and meeting individually with Chapter 1 staff members.

Parents enriched Chapter 1 programs in numerous other ways. More than 3,000 parents worked as volunteers in activities in or outside the classroom. Students, parents, and programs benefit from this involvement.

Parent Education

STUDENT ACHIEVEMENT

Program success is measured in part by standardized achievement tests. School districts choose specific tests which best match their Chapter 1 curriculum. Most districts in North Carolina use the California Achievement Test. Tests are administered at the beginning of the program and near the end of the programs.

The differences in Chapter 1 students' scores on pre- and post-tests provide an indicator of program effectiveness. Increases in achievement levels as indicated by test results are referred to as gains--the difference between a post-test and a pre-test Normal Curve Equivalent (NCE) score. Because no NCE gain is expected of educationally deprived students not receiving Chapter 1 assistance, any gain made by Chapter 1 students is educationally significant.

EVALUATION RESULTS

Most North Carolina districts evaluate the impact of their Chapter 1 programs on students by pre-testing in the spring and post-testing the following spring. Districts using this approach demonstrated gains in mathematics and reading at every grade in 1986-87. When measured from spring-to-spring, North Carolina's gains in reading and mathematics were greater than gains for the country as a whole except for grades 5 and 7 in reading and grade 5 in mathematics. National gains were based on data reported for the 1985-86 school year. At high school grades where no North Carolina gain data is recorded in the figures, no data were reported for 1986-87.

FIGURE 13

Reading Gains (Spring-to-Spring) - 1986-87

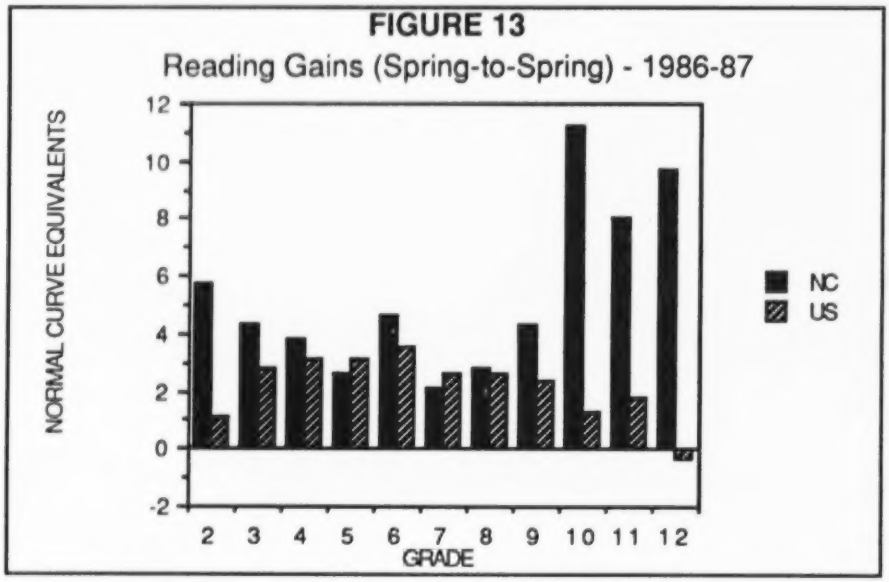
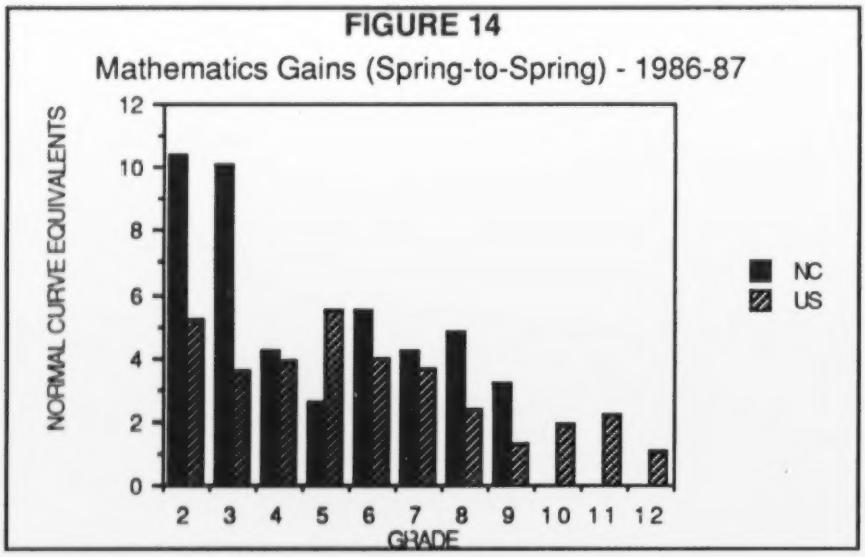


FIGURE 14

Mathematics Gains (Spring-to-Spring) - 1986-87



When measured from fall-to-spring, national gains in reading were higher than North Carolina gains at each grade except grades four and six. North Carolina's mathematics gains were higher than national gains at each grade except grade six and seven.

FIGURE 15

Reading (Fall-to-Spring) - 1986-87

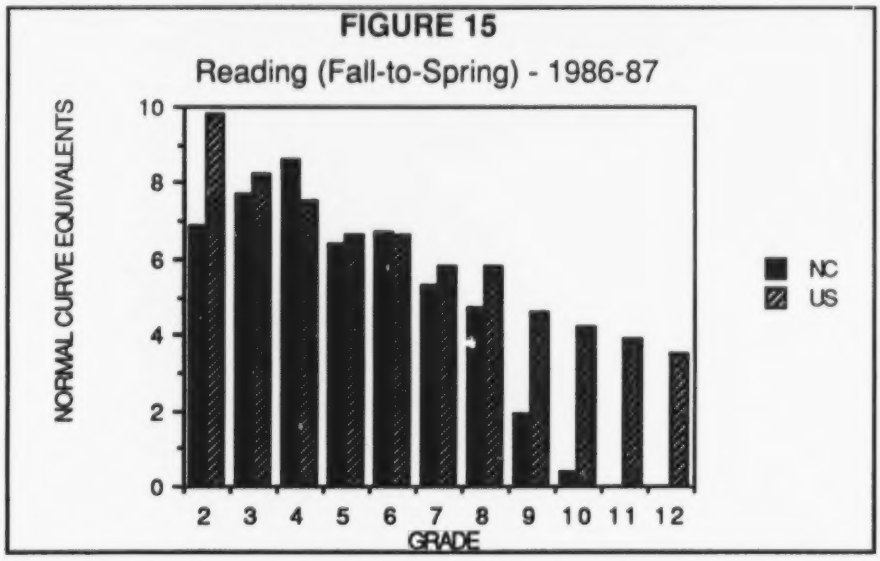
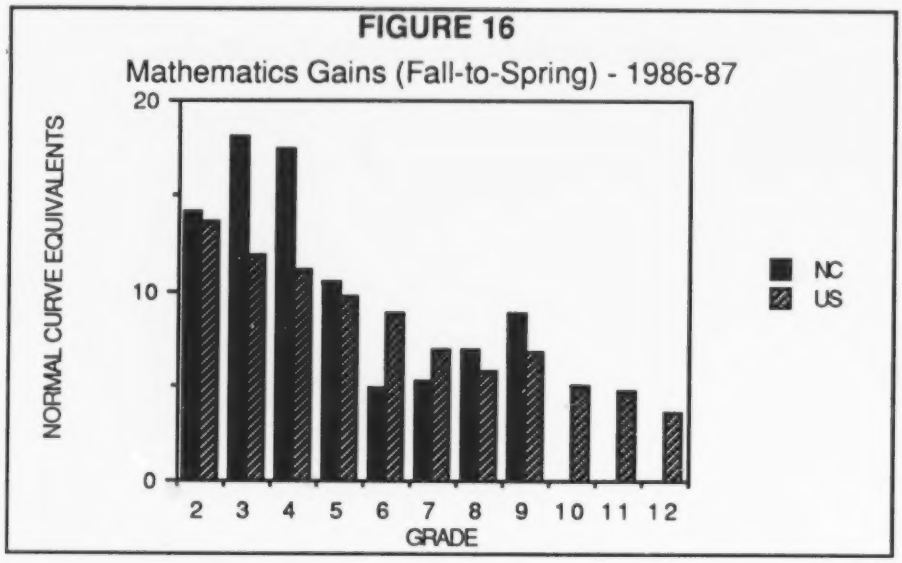


FIGURE 16



Student Taking a Test

CHAPTER 1 PROGRAMS FOR DELINQUENT CHILDREN

Chapter 1 authorizes funds for supplementary educational opportunities for delinquent children who attend schools operated by State Applicant Agencies (SAAs). Children convicted of crimes in juvenile court proceedings are sent to institutions operated by the Department of Human Resources. Children convicted of crimes in adult court proceedings are sent to prisons operated by the Department of Correction.

In 1986-87, $1,186,224 was budgeted for Chapter 1 programs at institutions operated by SAAs in North Carolina.

FIGURE 17

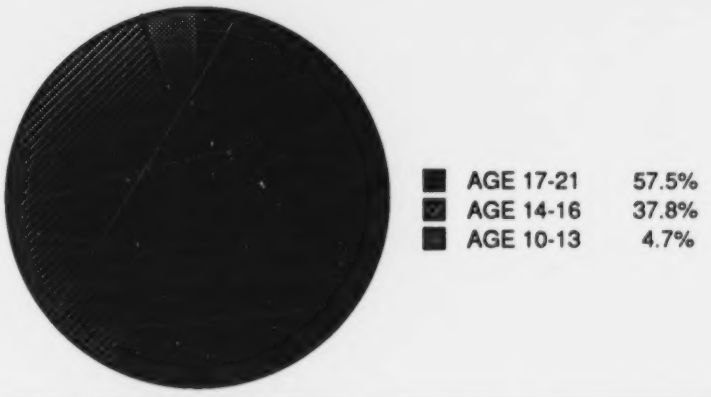
SAA Allocations and Number Served - 1986-87

SAA	Number Served: Institutions	Number Served: Children	Budget	Cost Per Pupil
Correction	6	1,214	721,368	594
Human Resources	5	583	464,856	797
Total/Average	11	1,797	1,186,224	660

The Chapter 1 program served 1,797 delinquent students in eleven institutions. Students served ranged in age from ten to twenty-one.

FIGURE 18

Delinquent Participants by Age - 1986-87



The typical delinquent participant was older than the typical LEA participant. About one-half of the delinquent participants were seventeen or older.

Needs assessments conducted by the SAAs revealed a need for Chapter 1 programs in reading and mathematics. In institutions of the Department of Correction, students below age 21 were served who either had not graduated from high school or had not obtained an equivalent certificate through the General Educational Development (GED) test. Schools in the Department of Human Resources served students who ranked below the fortieth percentile on a standardized reading or mathematics test.

In 1986-87, 1,522 delinquent students were served in Chapter 1 reading programs and 1,489 delinquent students were served in Chapter 1 mathematics programs.

FIGURE 19

Delinquent Participants by Instructional Program - 1986-87

SAA	Reading	Mathematics
Correction	1,214	1,214
Human Resources	308	275
Total	1,522	1,489

Both pullout and paired activities were conducted. Chapter 1 programs for delinquent children were staffed by twenty-four teachers, ten aides and one counselor.

FIGURE 20

Delinquent Program Staff - 1986-87

SAA	Teachers	Aides	Counselors
Correction	12	6	1
Human Resources	12	4	0
Totals	24	10	1

Students were placed in or removed from an institution on any given day. Many students remained in an institution for six months or less, making it impossible to administer a pre-test to all participants in the fall and a post-test in the spring. Academic progress was measured in other ways.

The Department of Correction administered criterion-referenced tests in reading and mathematics to measure the number of objectives mastered between two points in time. A gain in number of objectives mastered indicated that the program was working. Students in reading mastered more than six objectives, and students in mathematics mastered four objectives. A typical student participated in the program for approximately four months.

FIGURE 21

Objectives Mastered - 1986-87

(Department of Correction)

Subject	Number of Students	Gains in Objectives
Reading	1,234	6.6
Mathematics	1,216	4.0

The results indicate that Chapter 1 participants in institutions operated by the Department of Correction mastered needed skills while participating in Chapter 1 programs.

The Department of Human Resources used the Test of Adult Basic Education (TABE) and the Reading Miscue Inventory (RMI) to measure the effectiveness of the Chapter 1 program. A typical reading objective was as follows: "Sixty percent of the students will advance ten percent in their effectiveness level in using strategies for reading comprehension as measured by the Reading Miscue Inventory."

Two reading programs were implemented. Reading Lab I served students reading two to three years behind their peers. Reading Lab II served students with even greater deficiencies. Reading Lab I met and exceeded the objective set for the program. Reading Lab II did not meet the objective.

FIGURE 22

Reading Objectives Achieved - 1986-87

(Department of Human Resources)

Program	Number of Students	Number Who Met Objective	Percent Who Met Objective
Reading Lab I	121	112	93.0%
Reading Lab II	138	77	56.0%

Overall, the reading labs achieved the objectives set for them.

A typical Chapter 1 mathematics objective was as follows: "Fifty-five percent of students will show an increase of thirty scale scores in the area of computation and mathematical concepts and problems as measured by the Test of Adult Basic Education." This objective was met and exceeded.

FIGURE 23

Mathematics Objectives Achieved - 1986-87

Skill	Scale Score Gain	Percent Who Met Objective
Computation	63	81.0%
Concept/Problems	30	69.0%

The results indicate that Chapter 1 students in institutions operated by the Department of Human Resources mastered needed skills while participating in Chapter 1.

FIGURE 24

Chapter 1 Programs in Institutions for Delinquent Children - 1986-87

NORTH CAROLINA

Department of Correction

1-Cameron Morrison Center (Hoffman)
2-Fountain Correctional Center for Women (Rocky Mount)
3-NC Correctional Center for Women (Raleigh)
4-Polk Youth Center (Raleigh)
5-Sandhills Youth Center (McCain)
6-Western Correctional Center (Morganton)

Department of Human Resources

A-C.A.Dillon School (Butner)
B-Dobbs School (Kinston)
C-Juvenile Evaluation Center (Swannanoa)
D-Samarkand Manor (Eagle Springs)
E-Stonewall Jackson School (Concord)

FINDINGS

The findings of the 1986-87 Chapter 1 evaluation were as follows:

- Chapter 1 programs were widely available in North Carolina (in all LEAs, in 67% of the schools and in eleven institutions for delinquent children).
- Chapter 1 programs were designed to meet identified needs of eligible children.
- Educationally deprived children were selected and served (typical participant ranked at the 20th percentile).
- A majority of the participants were in grades 4-8 (68%).
- Few children were served in the early grades or in high school.
- Pullout activities were most prevalent, but many paired activities were in operations.
- Reading was the most prevalent instructional activity (93% in reading or languages arts).
- Program costs were reasonable ($660 per participant in LEAs and $723 in SAAs).
- Staff salaries and benefits accounted for 91% of the expenditures.
- Some new and/or modified compensatory education approaches were implemented (pre-kindergarten, after-school programs).
- Spring-to-spring testing using state test data was the most frequently used evaluation design.
- Periodic testing using criterion-referenced test data was the most frequently used evaluation design by SAAs.

- LEAs evaluated success of programs in terms of the objectives stated in their applications.
- Students made achievement gains in reading and mathematics at each grade level.
- One-third of LEAs were monitored by state staff.
- Parent councils, though not mandated, operate in 61 LEAs.

RECOMMENDATIONS

It is recommended that the Chapter 1 program in North Carolina continue to place high priority on:

- Assessment of needs of eligible LEA, private, and delinquent children and planning of instructional activities to meet those needs.
- Instructional services delivered in elementary and middle grades.
- Instructional services delivered to delinquent children in SAA schools.
- Spring-to-spring testing as the preferred means of measuring participant achievement gains.
- Annual collection of demographic and achievement data.
- SEA monitoring of a minimum of one-third of the LEAs each year.
- Evaluation of programs in terms of previously stated objectives.

In addition, it is recommended that the Chapter 1 program in North Carolina strengthen efforts to:

- Evaluate new and/or modified programs prior to their widespread adoption.

- Promote use of evaluation findings in program improvement efforts.

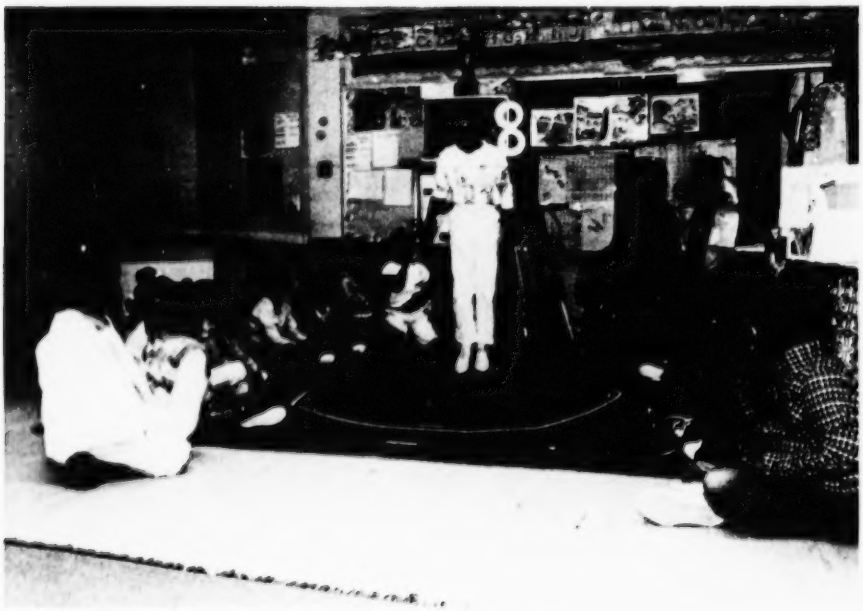
- Identify approaches to compensatory education which offer promise of meeting children's needs in different ways and/or at different times.

- Find funding sources for preschool and high school programs.

- Measure outcomes of Chapter 1 programs for delinquent children.

- Implement an LEA self-monitoring system.

- Promote greater involvement of parents in the education of Chapter 1 children.



After-School Activity

FIGURE 25

Five Year Grant Award Summary

Program	1983	1984	1985	1986	1987
LEA	$75,198,630	68,322,634	72,357,379	76,083,570	72,399,812
SAA	1,290,640	1,084,361	1,245,097	1,129,369	973,300
Total	$76,489,270	69,406,995	73,602,476	77,212,939	73,373,112

FIGURE 26

Five Year Participation Summary
Students Receiving Chapter 1 Instruction

Program	1983	1984	1985	1986	1987
LEAs	133,889	132,080	129,495	125,355	113,883
Neglected*	580	551	456	948	629
Private*	580	492	454	447	372
SAA**	2,574	2,440	1,646	2,162	1,797
Total	136,463	134,520	131,141	127,517	115,680

* Included in LEA Totals
** State Applicant Agencies (Department of Correction, Department of Human Resources)

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